

ADDENDUM REPORT

Committee Meeting Date: 12th November 2024

Application ID: LA04/2020/0568/F and LA04/2020/0569/LBC

Proposal:

LA04/2020/0568/F – Change of use (including refurbishment of and 9 storey extension to rear) of former police station to 74 bedroom hotel with associated restaurant, bar & ancillary facilities (amended description)

LA04/2020/0569/LBC – Demolition of building and structures at rear, part demolition to internal features, refurbishment and extension to listed building (amended description).

Location:

21 Queen Street
Belfast
BT1 6EA

Referral Route: Paragraph 3.8.2 (a) (proposed hotel exceeding 30 bedrooms); and paragraph 3.8.2 (j) (partial demolition of a Listed Building) of the Scheme of Delegation for Planning.

Recommendation:

Approval with conditions

Applicant Name and Address:

Big Top Productions
13 Union Street
Belfast
BT1 2JF

Agent Name and Address:

Barry Owens Consulting
38 Highfields Avenue
Dublin Road
Newry
BT35 8UG

Background

1. At its 13th February 2024 meeting, the Planning Committee resolved to grant planning permission and Listed Building Consent for these applications, subject to conditions. The Committee gave delegated authority to the Director of Planning and Building Control to finalise the wording of the conditions and to deal with any other matters that may arise, provided that they are not substantive.
2. Following discussion with the applicant about the precise wording of the conditions, the Council issued the decisions on 27th March 2024.
3. Solicitors acting on behalf of Ulster Architectural Heritage (UAH) then submitted a Pre-Action Protocol letter dated 19th June 2024 to the Council. The letter alleged that in determining the applications the Council had misapplied planning policy; carried out inadequate consultation; and made errors as to fact and/or law.
4. It should be noted that UAH had not engaged with the original planning application process, nor had it objected to the applications.
5. Officers examined the grounds of challenge set out in the UAH's letter and accepted, on balance, that the Council's decisions to grant planning permission and Listed Building Consent should be quashed. The reasoning was that it should have been clearer in the assessment of the applications in the original Committee report that the building and structures proposed to be demolished at the rear are part of the Listed Building and how relevant planning policy relating to demolition of Listed Buildings had been applied. The decisions have subsequently been quashed by the High Court.

6. This addendum report should be read in conjunction with the original Committee report, appended.

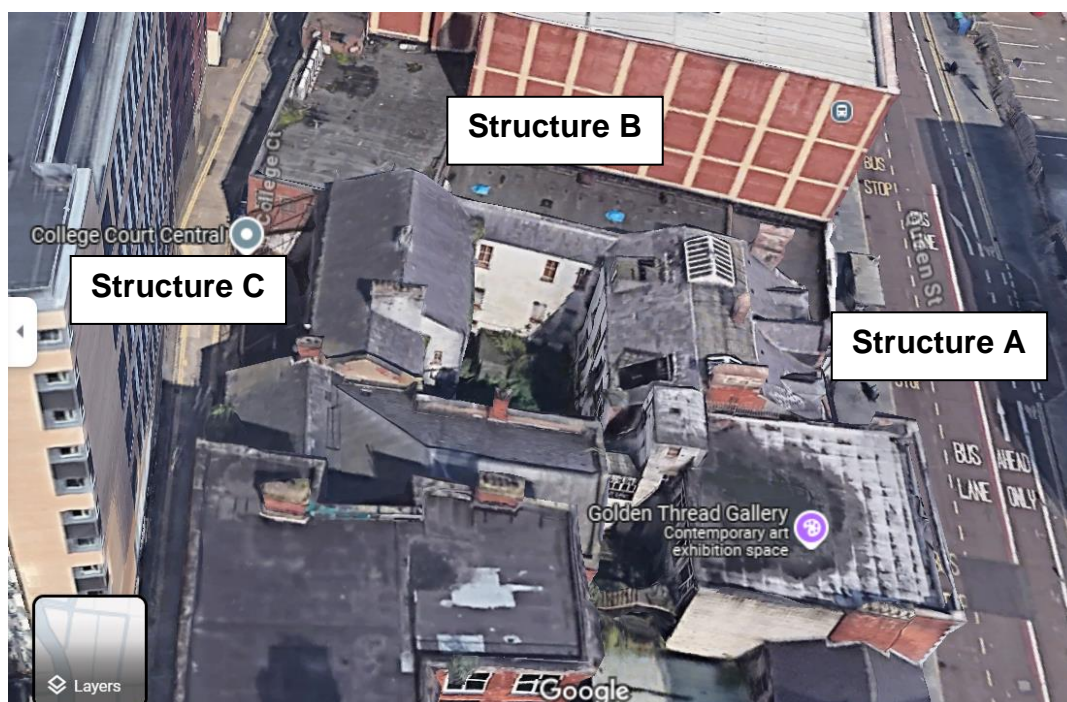
Further advice from DfC Historic Environment Division

7. DfC Historic Environment Division (HED) provided its previous response to the Listed Building Consent application (LA04/2020/0569/LBC) on 29th January 2024. The advice did not specifically refer to the Listed status of the buildings at the rear, nor provide an assessment of why HED considered the partial demolition of the Listed Building at the rear to be acceptable, having regard to the relevant planning policy tests.
8. HED has provided further advice by way of email of 30th August 2024, which is referenced in the updated assessment of the proposal below. A full copy of the further advice from HED is provided at **Appendix 1**.

Demolition of the Listed Buildings at the rear

9. Nos. 21 to 27 Queen Street, referred to in the Historic Building Record as “RUC Barracks, Queen Street”, is a Grade B1 Listed Building. It was constructed between 1860 and 1879. A copy of the building’s database entry is provided at **Appendix 2**.
10. The Listed Building comprises three main elements:
 - A. The more formal multi-bay three storey with attic sandstone former hospital, dated 1878 at the front of the site on Queen Street;
 - B. A shallow three storey much less formal link structure along the north site boundary to the rear; and
 - C. A plain three storey building onto College Court at the rear, connected to the frontage building by the link structure.

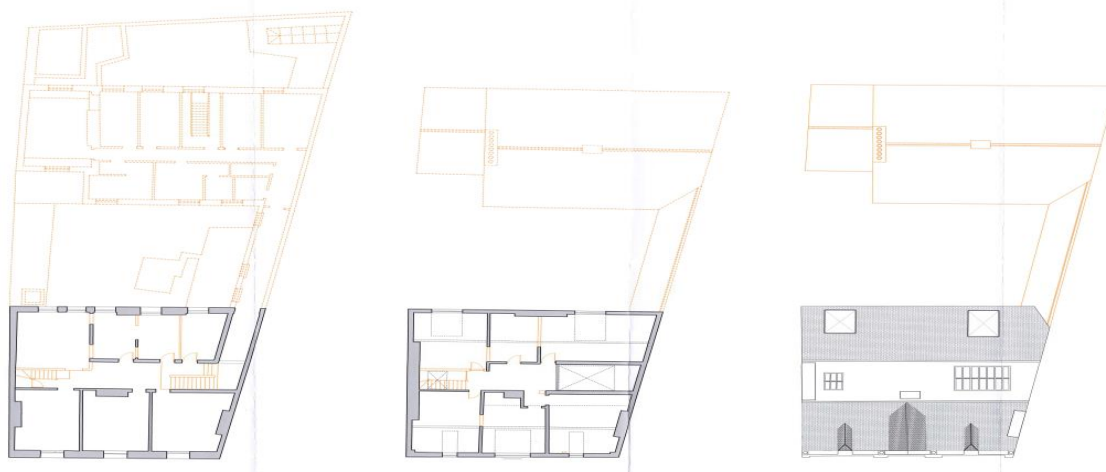
These three elements are shown in the aerial photographic image below:



11. The building was previously used as a police station and prior to that a hospital. It has been vacant for some time and is on the Buildings at Risk Register.
12. The proposal involves the retention and restoration of the Listed Building at the front of the site and demolition of the Listed link structure and three storey building at the rear onto College Court. The link structure and three storey building at the rear are contemporary to the main building at the front. The demolition would make way for a new 9 storey extension to form a 74-bedroom hotel, comprising the restored frontage building and new build.
13. The parts of the Listed Building at the rear which are proposed to be demolished are described in the database entry as follows:

'The plot of the property stretches westwards into College Court. Here, beyond a courtyard and set back from the line of the neighbouring structures, is a large, generally plain, three-storey block (that is believed to have originally contained the wards) which is linked to the main Queen Street building by means of a very narrow three-storey link which traverses the northern boundary of the site. Both of these sections are contemporary with the main building. The block is of irregular plan, being basically rectangular, but with a large recess to the south-east corner, and has a plain rendered façade and a double-pitched roof covered in natural slate and two rendered chimneystacks (that to the south much larger). The College Court frontage has formal fenestration with the windows to the ground and first floors boarded, and (largely) one over one sash frames to those to the second floor. The central ground floor entrance has a plain sheeted door with boarded-up half-sidelights and a large canopy-like hood over with a sprocketed slated roof. The east façade is less formal with more varied openings, several of which have Georgian-paned sash frames. The exposed section of the south façade could not be seen on site, but appears to be rendered with at least one small second floor window. The narrow link to north has the same plain appearance as the western block, but with a mono-pitched slate roof and fenestration similar to the front of the western block, albeit with less (irregularly-spaced) openings. North side elevation abutted by two-storey infill building. Setting Located on the west side of Queen Street, set back slightly from the street with a double-height steel fence. Roof : Mansard natural slate & lead, two large lantern / rooflights to top of roof and two dormers to the rear, each with sloping roofs RWG: UPVC Walling: Rock-faced uncoursed sandstone ashlar Windows: Single-pane timber sash.'

14. A copy of the proposed demolition plan is provided below (those elements proposed to be demolished are depicted in an amber colour).



Buildings at Risk Register

15. The building is on the Buildings at Risk Register as confirmed by DfC HED. The proposal would support the restoration and re-use of the main Listed Building at the front of the site, securing its future.
16. The applicant states that the building was last used as a police station and has been vacant since 2000. The applicant acquired the property in 2018. Following engagement with the Council and DfC HED about the condition of the building, the applicant states that they have carried out a number of remedial works including securing safe access from the rear of the building; erection of scaffolding at the rear; new rafters, felt and slates to elements of the building; unblocking gutters; re-decking of flat roofed section and covered with felt; and tree growth removal to the front and rear elevations.

Assessment:

17. Section 91(2) of the Planning Act (Northern Ireland) 2011 states that: *'In considering whether to grant planning permission for development which affects a listed building or its setting, and in considering whether to grant listed building consent for any works, a council... must have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.'*
18. Policy BH1 of the Plan Strategy states that: *'There will be a presumption in favour of retaining listed buildings. Total demolition of listed buildings will only be permitted in highly exceptional circumstances. Where listed building consent is granted for demolition this will be conditional on prior agreement for the redevelopment of the site and appropriate arrangements for recording the building before its demolition. Partial demolition of parts of listed buildings will be wholly exceptional and only acceptable where an alteration or extension proposal has been agreed and that demolition is required to facilitate it.'*
19. Paragraph 6.12 of the Strategic Planning Policy Statement (SPPS) for Northern Ireland states that: *'Listed Buildings of special architectural or historic interest are key elements of our built heritage and are often important for their intrinsic value and for their contribution to the character and quality of settlements and the countryside. It is important therefore that development proposals impacting upon such buildings and their settings are assessed, paying due regard to these considerations, as well as the rarity of the type of structure and any features of special architectural or historic interest which it possesses.'*
20. In relation to demolition, paragraph 6.15 of the SPPS goes onto advise: *'Proposals for the total demolition of a listed building or any significant part of it must not be permitted unless there are exceptional reasons why it cannot be retained in its original or a reasonably modified form. Where consent to demolish a listed building is granted, this should normally be conditional on prior agreement for the redevelopment of the site and appropriate arrangements for recording the building prior to its demolition.'*
21. The proposal involves partial demolition of the Listed Building, i.e. demolition of the Listed shallow three storey link structure in the rear courtyard and Listed three storey building at the rear onto College Court.

22. DfC advises that: *'In our assessment, HED acknowledged fully that both the front and rear/link buildings are listed; with the latter structures being connected to the main building. The main building has been in a ruinous state of repair for many years, and HED was mindful it is on our Heritage at Risk List. When the planning application was received, HED engaged with your planning colleagues and the owner. It soon became apparent that – because the main building required very extensive works to be saved/conserved and had a small footprint – this could only be enabled through the demolition of the rear buildings which are of lesser special interest. In addition, HED considered that if nothing was done, the front/main building could eventually be lost completely, and quickly.'*

...Overall, HED considered that the demolition of the return/link buildings to the rear was necessary and appropriate as this would facilitate the construction of a new build behind the main building - the main focus of features of special architectural or historic interest – which would enable the preservation of the main building, which is required urgently.'

23. Paragraph 7.4.13 of the Plan Strategy, which provides justification and amplification of Policy BH1 states that:

'There will be a presumption in favour of retaining listed buildings. Very occasionally demolition of a listed building will be unavoidable although consent will not be given simply because redevelopment is economically more attractive than repair and re-use. Structural issues will not be given substantive weight when making a case for demolition where these have arisen due to neglect of a building through lack of maintenance or failure to secure by current or previous owners. Evidence will also be required that all efforts have been made to retain the building through finding an alternative use, which may not be the preferred use of the developer.'

24. The building proposed to be demolished at the rear are described in the building's database entry as "plain" and, having regard to HED's advice, the rear and link buildings are considered to possess lesser special interest. The element of the Listed Building with the greater special architectural and historic interest is the more formal frontage building which the building's database entry describes as the "main Queen Street building" and is to be retained.

25. The proposed demolition must be viewed in the context of the architectural and historic merits of those parts of the Listed Building to be demolished, the previous planning applications, that the building has been vacant since 2000, its condition and presence on the Buildings at Risk Register, HED's advice and that the proposal would ensure the restoration and long-term future of this part of the Listed Building at the front.

26. Having regard to these factors, it is considered that there are exceptional reasons why the demolition of the Listed structures at the rear is acceptable with the demolition required to facilitate the important redevelopment proposals. Regard has also been had to the legislative requirement to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. The proposal is considered compliant with Policy BH1 and relevant provisions of the SPPS.

Conditions

27. DfC HED has recommends the following conditions:

- (1) No demolition shall take place before a contract for the carrying out of works of redevelopment of the site has been made, and planning permission has been granted for the redevelopment for which the contract provides.
- (2) Prior to commencement of structural alterations, a method statement shall be submitted and approved in writing by the Council in conjunction with HED demonstrating how the proposed structural works will be undertaken, and outlining how the listed building will be protected, during construction (including foundations and any piling) and demolition work. The work shall be carried out fully in accordance with the details approved.
- (3) The new-build hotel accommodation shall not be occupied until the **retained building has been fully conserved** and by written approval of the council in conjunction with HED.

Recommendation

Having regard to the Development Plan, and other material considerations, the proposal is considered acceptable. It is recommended that planning permission and Listed Building Consent are granted subject to conditions.

Delegated authority is requested for the Director of Planning and Building Control to finalise the wording of conditions and deal with any other matters that arise, provided that they are not substantive.

Draft conditions:

LA04/2020/0568/F

1. The development hereby permitted must be begun within five years from the date of this permission.

Reason: As required by Section 61 of the Planning Act (Northern Ireland) 2011.

2. Notwithstanding the submitted details, no development (other than site clearance, site preparation and demolition) shall commence on site unless a Phasing Plan has been submitted to and approved in writing by the Council. The development shall not be carried out or sequenced unless in accordance with the approved Phasing Plan.

Reason: In the interests of the orderly development of the site and to ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building under Section 80 of The Planning Act (NI) 2011.

3. The hotel use hereby permitted shall not be carried out or the building occupied until the works to the Listed Building have been fully implemented in accordance with Listed Building Consent LA04/2020/0569/LBC and written evidence of such has been submitted to and approved in writing by the Council. The Council and DfC Historic Environment Division shall at all reasonable times be afforded access to the Listed Building to inspect the works as part of the authorisation process.

Reason: The Listed Building is at risk and the development has been permitted to enable the restoration of the Listed Building.

4. Notwithstanding the approved details, no development shall commence (other than site clearance, site preparation, demolition and the formation of foundations and trenches) unless details of climate change measures to manage and/or mitigate climate change have been submitted to and approved in writing by the Council. The development shall not be occupied unless the approved climate change measures have been implemented. The climate change measures shall be retained in accordance with the approved details at all times.

Reason: To manage and mitigate climate change having regard to Policies ENV2 and ENV3 of the Belfast LPD Plan Strategy 2035.

5. No development shall commence on site (other than site clearance, site preparation, demolition and the formation of foundations and trenches) unless details of surface water drainage, including a programme for implementation of these works, have been submitted to and approved in writing by the Council. The development shall not be carried out unless in accordance with the approved details.

Reason: To ensure appropriate surface water drainage of the site. Approval is required upfront because the design of the drainage is an integral part of the development and its acceptability.

6. No development or works shall commence on site (other than demolition and works required to fulfil this condition) unless a programme of archaeological work has been implemented in accordance with a Written Scheme of Investigation which has been submitted by the applicant and approved in writing by the Council.

Reason: To ensure that archaeological remains and features are preserved in situ. Approval is required upfront because archaeological remains and features could be damaged or permanently lost.

7. A programme of post-excavation analysis, preparation of an archaeological report, dissemination of results and preparation of the excavation archive shall be undertaken in accordance with the programme of archaeological work approved under condition 7.

These measures shall be implemented, and a final archaeological report shall be submitted to the Council within 6 months of the completion of archaeological programme of works.

Reason: To ensure that the archaeological remains and features are properly analysed and recorded.

8. No development shall commence on site (other than site clearance, site preparation, demolition and the formation of foundations and trenches) unless details of windows and external doors have been submitted and approved in writing by the Council. The details shall include cross sections, elevations, cill detail / material, the actual glazing material and panes and colour and finish, with a sample provided for each different window type. The windows and external doors shall not be installed unless in accordance with the approved details.

Reason: In the interests of the special architectural and historic qualities of the Listed Building.

9. No new plumbing, pipes, soil-stacks, flues, vents, ductwork, lighting, security cameras or mechanical and electrical services of any description shall be fixed on the external faces of the building other than those shown on the approved drawings.

Reason: In the interests of the special architectural and historic qualities of the Listed Building.

10. No development shall commence on site (other than site clearance, site preparation, demolition and the formation of foundations and trenches) unless a detailed specification and samples of all new materials to be used in the elevations of the building, including samples of materials for the rain screen cladding and new window materials, have been submitted to and agreed in writing by the Council. The development shall not be carried out unless in accordance with the approved details.

Reason: In the interests of the special architectural and historic qualities of the Listed Building.

11. The hotel shall not be operated or occupied unless secure cycle parking facilities have been provided in accordance with the approved plans. The secure cycle parking shall be retained as such at all times.

Reason: To ensure acceptable cycle parking facilities on the site and encourage alternative modes of transport to the private car.

12. The development shall operate in accordance with the Service Management Plan.

Reason: In the interests of road safety and the convenience of road users.

13. The development hereby approved shall not be occupied or operated unless in accordance with the approved Travel Plan.

Reason: To promote sustainable travel patterns and off-set the demand for vehicular movements and/or parking.

14. No development shall commence on site (other than site clearance, site preparation, demolition, the formation of foundations and trenches and such other works to fulfil this condition), unless a Quantitative Risk Assessment has been submitted to and approved in writing by the Council.

A detailed site investigation shall be carried out in line with Business Support 10175:2011+A2:2017 (or any standard that reproduces or replaces this standard). Any ground gas investigations shall be conducted in line with BS 8576:2013 and BS 8485:2015+A1:2019 (or any standard that reproduces or replaces this standard).

A satisfactory assessment of the risks (including a Revised Conceptual Site Model), shall be conducted in line with current environment Agency guidance. In addition, risks associated with ground gases shall be assessed under the methodology outlined in BS8485:2015+A1:2019 and CIRIA C665 (or any standard that reproduces or replaces this standard).

Based on the outcome of this risk assessment, a Remediation Strategy may be required. If necessary, the Remediation Strategy must demonstrate how the identified contaminant linkages are to be demonstrably broken and no longer pose a potential risk to human health. It must also detail how the proposed remedial works are to be verified. The development shall not be carried out unless in accordance with the approved details.

Reason: In the interests of human health

15. The plant and equipment associated with the development hereby permitted shall achieve a rating level (LAr) no greater than the Background Sound Level, LA90, during the daytime and during night-time when measured or determined at the nearest noise sensitive premises. All measurements and calculations must be conducted in line with the methodology outlined in BS4142:2014+A1 2019 Methods for rating and assessing industrial and commercial sound.

Reason: In the interests of residential amenity

16. Deliveries and collections to and from the hereby permitted development are not permitted outside the hours of 07:00 and 23:00hrs.

Reason: In the interests of residential amenity

17. No kitchen or extraction and odour abatement system shall be installed unless it is capable of achieving a 'very high level' of odour control in accordance with the measures outlined in Section 2 of the AONA Environmental Consulting Ltd report titled: Updated Odour Impact Assessment. Date: April 2022.

Reason: Protection of amenity against adverse odour.

18. All gas boilers shall meet the technical specification as detailed within the letter Ref.: ENV-6045 Queen Street Hotel Air Emissions, dated 9th October 2020
Reason: Protection of Human Health

19. During the construction phase, dust management measures shall be implemented in accordance with the IAQM Guidance on the Assessment of Dust from Demolition and Construction 2014.
Reason: Protection of residential amenity

LA04/2020/0569/LBC

1. The works hereby permitted shall be begun not later than the expiration of 5 years beginning with the date on which this consent is granted.
Reason: As required by Section 94 of the Planning Act (Northern Ireland) 2011.

2. No demolition shall commence on site unless a contract has been executed for the construction of the site in accordance with planning permission LA04/2020/0568/F [dated] and evidence of that contract has been submitted to and approved in writing by the Council. The development shall not be carried out unless in accordance with planning permission LA04/2020/0568/F.

Reason: As required by Sections 91(6) and 105 of the Planning Act (Northern Ireland) 2011, to safeguard the setting of the remaining Listed Building. Approval is required upfront because if redevelopment of the site does not take place it could leave the vacant site unsightly and harmful to the setting of the Listed Building.

2. Prior to commencement of demolition or any structural alterations, a full survey, including analysis and photographic record of the historic fabric of the building to be demolished has been submitted to and approved in writing by the Council.

Reason: To provide a record of the building/s before demolition.

3. Prior to commencement of demolition or any structural alterations, a method statement that demonstrates how the approved structural works will be undertaken, and outlining how the frontage Listed Building at No. 21 Queen Street will be protected, during construction (including foundations and any piling) and demolition work, shall be submitted and approved in writing by the Council. The work shall be carried out fully in accordance with the details approved.

Reason: In the interests of the special architectural and historic qualities of the Listed Building.

4. No works (including demolition) shall be undertaken until details of an accredited conservation professional who will oversee and certify the hereby approved conservation works have been submitted to approved in writing by the Council. The works shall be overseen and certified by the accredited conservation profession approved by the Council.

Reason: In the interests of the special architectural and historic qualities of the Listed Building.

5. Internal or external historic surviving decorative or functional features, including plasterwork, ironwork, fitted cupboards, bookcases, ceramic tiling, shelving, fireplaces and grates, pelmets, fitted furniture, doors, windows, staircases, staircase balustrading, joinery and decorative ironwork shall not be removed or altered in respect of the frontage Listed Building at Nos. 21 Queen Street unless expressly specified by the approved drawings. Retained features shall be fully protected during the course of any works on site, in accordance with details to be submitted to and approved in writing by the Council. Any missing stairway joinery, skirtings,

cornices, architraves, window panelling and doors shall be copied, and subsequently replaced, to replicate exactly the existing in material and detailing.

Reason: In the interests of the special architectural and historic qualities of the Listed Building.

6. All new external finishes and works of making good to the retained fabric, shall match the existing original work adjacent in respect of methods, detailed execution and finished appearance unless otherwise approved in writing by the Council.

Reason: In the interests of the special architectural and historic qualities of the Listed Building.

7. No works shall commence on site unless in respect of the frontage Listed Building at No. 21 Queen Street unless details of windows and external doors have been submitted and approved in writing by the Council. The details shall include cross sections, elevations, cill detail / material, the actual glazing material and panes and colour and finish, with a sample provided for each different window type. The windows and external doors shall not be installed unless in accordance with the approved details.

Reason: In the interests of the special architectural and historic qualities of the Listed Building.

8. No works in respect of the frontage Listed Building at No. 21 Queen Street shall be undertaken unless details of the connections and interface between the new build and the existing façades have been submitted and approved in writing by the Council. The details shall be drawn to a minimum scale of 1:20 and shall include dimensioned set-backs, structure, flashings and allowance for movement. The works shall be carried out unless in accordance with the approved details.

Reason: In the interests of the special architectural and historic qualities of the Listed Building.

9. No new plumbing, pipes, soil-stacks, flues, vents, ductwork, lighting, security cameras or mechanical and electrical services of any description shall be fixed on the external faces of the building other than those shown on the approved drawings.

Reason: In the interests of the special architectural and historic qualities of the Listed Building.

10. No works in respect of the frontage Listed Building at Nos. 21 Queen Street shall be undertaken unless details of building services including mechanical, electrical, and audio installations routeways and installations impacting the architecture and detail of the listed building have been submitted to and approved in writing by the Council. The works shall be carried out unless in accordance with the approved details.

Reason: In the interests of the special architectural and historic qualities of the Listed Building.

11. No works in respect of the frontage Listed Building at No. 21 Queen Street shall commence on site unless a detailed specification and samples of all new materials to be used in the elevations of the building, including samples of materials for the rain screen cladding and new window materials, have been submitted to and agreed in writing by the Council. The works shall not be carried out unless in accordance with the approved details.

Reason: In the interests of the special architectural and historic qualities of the Listed Building.

12. No works in respect of the frontage Listed Building at Nos. 21 Queen Street shall commence on site unless a detailed specification and samples of external paving to ramps, tactile paving, balustrading and external lighting have been submitted to and approved in writing by the Council. The works shall not be carried out unless in accordance with the approved details.

Reason: In the interests of the special architectural and historic qualities of the Listed Building.

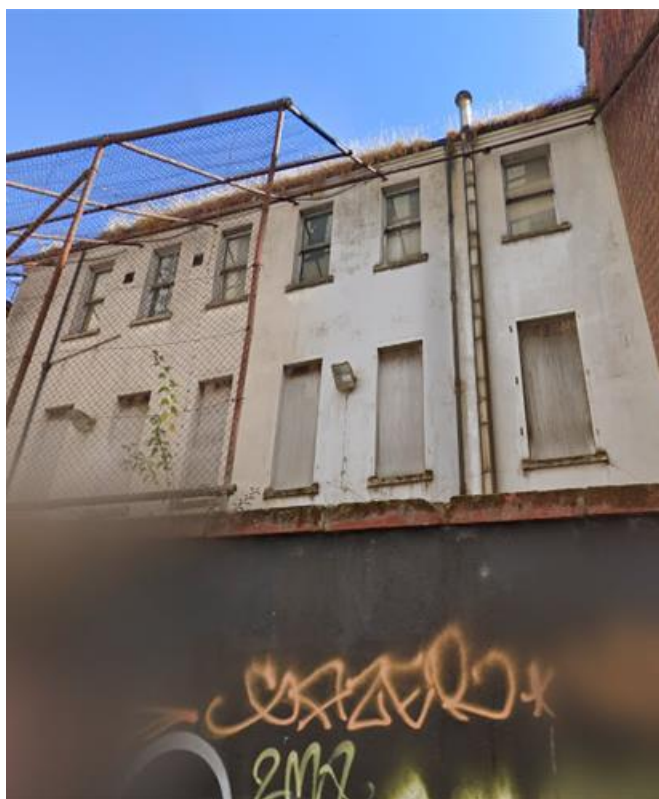
Appendix 1 – Further advice from DfC HED, 30th August 2024

/Regarding LA04/2020/0568/F and the proposed 'demolition of the part of the Listed Building at the rear, namely the three-storey narrow link structure in the rear courtyard and three storey building onto College Court at the back, [HED] would highlight firstly the HED's assessment of the main/front building and the link structures.

HED's Evaluation.

HED's evaluation of the main building refers to 'a symmetrical multi-bay three-storey with attic sandstone former hospital, dated 1878, to the designs of Thomas Jackson, latterly used as an RUC barracks. Much historic character and detailing survive, and its history represents both its changing use and the provision of healthcare in the city. It is a good example of a small civic building by an architect of note.' (Image of left below)

Regarding the rear/link buildings which are proposed to be demolished, HED's evaluation advises that '...the east façade is less formal with more varied openings, several of which have Georgian-paned sash frames. The exposed section of the south façade could not be seen on site but appears to be rendered with at least one small second floor window. The narrow link to north has the same plain appearance as the western block, but with a mono-pitched slate roof and fenestration similar to the front of the western block, albeit with less (irregularly spaced) openings. North side elevation abutted by two-storey infill building.' (Image on right below).



HED's Assessment.

In our assessment, HED acknowledged fully that both the front and rear/link buildings are listed; with the latter structures being connected to the main building. The main building has been in a ruinous state of repair for many years, and HED was mindful it is on our Heritage at Risk List. When the planning application was received, HED engaged with your planning colleagues and the owner. It soon became apparent that – because the main building required very extensive works to

be saved/conserved and had a small footprint – this could only be enabled through the demolition of the rear buildings which are of lesser special interest. In addition, HED considered that if nothing was done, the front/main building could eventually be lost completely, and quickly.

Section 91 (2) of the Planning Act (Northern Ireland) 2011 is as follows: *In considering whether to grant planning permission for development which affects a listed building or its setting, and in considering whether to grant listed building consent for any works, a council or, as the case may be, the Department must have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.*

Policy BH1 of LDP Plan Strategy refers as follows:

Demolition of a listed building.

There will be a presumption in favour of retaining listed buildings.

Total demolition of listed buildings will only be permitted in highly exceptional circumstances.

Where listed building consent is granted for demolition, this will be conditional on prior agreement for the redevelopment of the site and appropriate arrangements for recording the building before its demolition

New development affecting the setting of listed buildings Planning permission will be granted for new development affecting the setting of listed buildings where the following criteria are met:

- a. The development is sympathetic to the essential characteristic, scale, height, massing and alignment of the listed building by way of its scale, form, materials and detailing;*
- b. The development does not result in the significant loss of key views of the listed building;*
- c. The nature of the use proposed respects the character of the setting of the building;*
- d. The development does not have a detrimental impact on the setting of the listed building; and*
- e. The development has regard to relevant supplementary planning guidance*

Overall, HED considered that the demolition of the return/link buildings to the rear was necessary and appropriate as this would facilitate the construction of a new build behind the main building - the main focus of *features of special architectural or historic interest* – which would enable the preservation of the main building, which is required urgently.

HED also sought and obtained revisions to the proposed new build, to ensure it met the criteria above.

In addition, in its assessment/response to BCC for LA04/2020/0569/LBC, HED advised of conditions which included

- (4) No demolition shall take place before a contract for the carrying out of works of redevelopment of the site has been made, and planning permission has been granted for the redevelopment for which the contract provides.
- (5) Prior to commencement of structural alterations, a method statement shall be submitted and approved in writing by the Council in conjunction with HED demonstrating how the proposed structural works will be undertaken, and outlining how the listed building will be protected, during construction (including foundations and any piling) and demolition work. The work shall be carried out fully in accordance with the details approved.
- (6) The new-build hotel accommodation shall not be occupied until the **retained building has been fully conserved** and by written approval of the council in conjunction with HED.

Appendix 2 – Extract from Buildings database entry

Historic Building Details

HB Ref No:
HB26/50/027

Extent of Listing:
Former Barracks

Date of Construction:
1860 – 1879

Address :
RUC Barracks Queen Street Belfast Co Antrim BT1

Townland:
Town Parks

Survey 2:
B1

Date of Listing:
26/06/1979 00:00:00

Date of De-listing:

Current Use:
Barracks

Former Use
Hospital Building

Conservation Area:
No

Industrial Archaeology:
No

Vernacular:
No

Thatched:
No

Monument:

No

Derelict:

OS Map No:

130-13 SE

IG Ref:J3360 7421

Owner Category**Exterior Description And Setting**

Attached symmetrical multi-bay three-storey with attic sandstone former hospital, dated 1878, to the designs of Thomas Jackson, with a more utilitarian three-storey wing to the rear. The front portion is square on plan facing east onto Queen Street and set back slightly from the street. It is currently empty and boarded up. Natural slate mansard roof, lead-lined to the top with glazed lantern. Profiled sandstone ashlar chimneystacks rising from both gable ends and a further stack to the centre of plan. Central wall-head dormer with sandstone coping surmounted by cross and having a carved Belfast coat of arms to the gable supported on scrolled console brackets with a single square-headed window opening having replacement timber casement window. Diminutive hipped dormers to either side having billeted cornice, lead-lined roofs, single-pane timber sash windows and breaking through a sandstone ashlar blocking course over the crown cornice with ball finials. Plastic guttering to the south end. Uncoursed rock-faced sandstone ashlar walling with smooth pink sandstone pilasters, cornices and friezes framing the upper floors. Square-headed window openings with pink sandstone architrave surrounds and single-pane timber sash windows (boarded up to ground and first floors). East front elevation is three windows wide, paired to the ground floor with a central square-headed door opening. Each window is framed by a pair of sandstone pilasters to first and second floors rising to a stepped and dentilled crown cornice. Full-span sandstone frieze over each floor, punctuated by the pilasters to first and second floors with decorative carved motifs and raised lettering over the central second floor window stating; 'A.D.1878.'. Second floor windows have a diamond-faced keystone while the paired ground floor windows have deeply set bowtel surrounds, central mullions with stylised console brackets and a continuous moulded sill course. Central door opening also has a bowtel surround with decorative scrolled lateral brackets and replacement steel door opening onto a stone step to enclosed front area. South side elevation abutted by adjoining early twentieth-century building. The rear elevation is plain rendered with unevenly-spaced windows, four to the first floor and five to the second, the ground floor could not be observed clearly. Most of

these have two over two sash timber sash frames, with others boarded. To the far left-hand side the façade is abutted by a narrow link section (see below). The plot of the property stretches westwards into College Court. Here, beyond a courtyard and set back from the line of the neighbouring structures, is a large, generally plain, three-storey block (that is believed to have originally contained the wards) which is linked to the main Queen Street building by means of a very narrow three-storey link which traverses the northern boundary of the site. Both of these sections are contemporary with the main building. The block is of irregular plan, being basically rectangular, but with a large recess to the south-east corner, and has a plain rendered façade and a double-pitched roof covered in natural slate and two rendered chimneystacks (that to the south much larger). The College Court frontage has formal fenestration with the windows to the ground and first floors boarded, and (largely) one over one sash frames to those to the second floor. The central ground floor entrance has a plain sheeted door with boarded-up half-sidelights and a large canopy-like hood over with a sprocketed slated roof. The east façade is less formal with more varied openings, several of which have Georgian-paned sash frames. The exposed section of the south façade could not be seen on site, but appears to be rendered with at least one small second floor window. The narrow link to north has the same plain appearance as the western block, but with a mono-pitched slate roof and fenestration similar to the front of the western block, albeit with less (irregularly-spaced) openings. North side elevation abutted by two-storey infill building. Setting Located on the west side of Queen Street, set back slightly from the street with a double-height steel fence. Roof : Mansard natural slate & lead, two large lantern / rooflights to top of roof and two dormers to the rear, each with sloping roofs RWG: UPVC Walling: Rock-faced uncoursed sandstone ashlar Windows: Single-pane timber sash

Architects

Jackson, Thomas and Son

Historical Information

The former R.U.C. Barracks on Queen Street, a three-storey building in Scrabo sandstone, with a more utilitarian wing to the rear opening into College Court, was originally constructed as a children's hospital and was designed by Thomas Jackson & Son. Thomas Jackson (1807-1890) went into partnership with his son William Ridgeway Jackson in c. 1855; the pair continued in partnership until the early 1880s making the hospital on Queen Street one of the final commissions undertaken by the family firm. The Irish Builder notes that the hospital replaced the previous hospital located on King Street; the foundations of the new hospital were laid at the end of 1877 and a Mr. William McCammond was contracted as builder to realise Jackson's design. The cost of construction was estimated at approximately £3,840 (Irish Builder, pp 364-366; Dictionary of Irish Architects). When first completed the children's hospital, which was exempt from taxation, was valued at £132 in the Annual Revisions. According to a perspective sketch of 1877 the cornice running under the first, second and attic-storey windows was decorated with the following inscription: 'ERECTED A.D. 1878 BY VOLUNTARY / DONATIONS AND SUBSCRIPTIONS / BELFAST HOSPITAL FOR SICK CHILDREN.' This

original inscription has now been removed apart from the date which is still located below the attic-level dormer window. There was no change to the value of the children's hospital until the Belfast Revaluation in 1900 when the value of the building was increased to £240; the valuer noted that the hospital was leased by Belfast's City Council and was administered by the Trustees of Belfast Children's Hospital. The 1911 Census records that the Belfast Children's Hospital employed a large number of staff and cared for a similar number of afflicted children; the census notes that there were nine nurses, three administrators ('hospital sisters') and four domestic servants employed at the hospital; in that year these staff cared for 26 sick children which consisted of new-born babies to children 12 years of age (the maximum age for admission is not known). The census building return described the building as a 1st class hospital which consisted of 15 inhabited rooms and wards. The Belfast Children's Hospital continued to operate from Queen's Street until 1932 when the organisation was moved to its current premises at the Royal Hospital on the Falls Road. Immediately after vacating the site, the former hospital building was acquired by the Northern Ireland Ministry of Home Affairs who converted the site into a Police Station for the Royal Ulster Constabulary; the value of the building was subsequently increased to £355 under the First General Revaluation of property in Northern Ireland (1935) and it is likely that the original lettering was removed from the façade around that time. The former hospital survived the heavy bombardment of Belfast's City centre during the Blitz of April and May 1941 and in the aftermath of the Second World War the building was included in the second general revaluation which commenced in 1956. The police station continued to be occupied by the R.U.C. until the late-20th century and by the end of revaluation in 1972 the value of the three-storey building stood at £848. Queen Street was developed in the early-19th century and roughly follows the line of the original town defences of Belfast. The street was initially occupied by members of the merchant class and, prior to the erection of the hospital in 1877-78, the current plot was to the immediate north of the site of the Mechanics Institute which was established in c.1822 and demolished in the 1860s (Patton, pp 271-72). The first children's hospital in Belfast was established at No. 25 King Street on 4th August 1873; however within only a few years of opening it was determined that the building could not cope with the influx of patients that resulted from Belfast's huge expansion during the period prior to the granting of city status in 1888. In 1874 alone the original hospital treated 317 intern patients and 5,408 extern patients. The site on Queen Street was purchased in 1877 and Thomas Jackson & Son were commissioned to undertake the design of the new edifice. Brett states that the design was one of the family firm's most successful describing it as 'a distinguished building in a dignified Scottish renaissance style;' Larmour followed by noting 'the style is a form of Early Renaissance, chosen no doubt to recall, in a modest way, the great period of hospital building in Jacobean England' (Brett, p. 55; Larmour, p. 45). Harold Love states that although the cost of construction was estimated at £3,840, the actual cost was upwards of £5,000. The new Belfast Children's Hospital was completed in 1878 but was not officially opened for the admission of patients until 24th April 1879; when completed the hospital was praised for its quality of treatment, erected 'on lines which at that time were considered most modern and adequate,' and possessing a large extern department and 45 hospital beds located within its wards (which are believed to have been largely contained in the wing to the rear). The first Matron was a Miss Lennox who was a former pupil of Florence Nightingale's school in London; Loves stresses that it was 'largely due to her efforts that the difficulties encountered in the early years of the Hospital were successfully overcome.' In 1880, the first full year of opening, the hospital treated 294 intern and 6,831 extern patients; in the year prior to the hospital's closure the building was treating 799 interns and 13,251 externs. The history of the hospital notes that 'this great increase is indicative of the growth of the City of Belfast;' this

stretching of the capacity of the hospital could not be maintained and in the late 1920s a decision was made to relocate the hospital to a new site on the Falls Road. The foundation stone of the new hospital was laid on 5th June 1929; the hospital building on Queen Street was closed prior to the opening of the new facility on 24th November 1932 (Love, pp 2-3). The R.U.C. occupied the former children's hospital between c. 1935 and c. 1993; the building was listed in 1979 and was described by Patton in the following terms: 'three-storey building in slightly rusticated brown (originally pink and white) Scrabo sandstone, set back from the main building line to achieve a sense of airiness. Paired windows on either side of central door with brackets enclosing dentilled head; first floor windows in moulded surrounds with lugged bases' (Patton, pp 271-72). The former hospital and police station was vacated by the Police around 1993 and is still vacant.

References Primary Sources 1. PRONI OS/6/1/61/2 – Second Edition Ordnance Survey Map 1858 2. PRONI OS/6/1/61/3 – Third Edition Ordnance Survey Map 1901-02 3. PRONI OS/6/1/61/4 – Fourth Edition Ordnance Survey Map 1931 4. PRONI OS/6/1/61/5 – Fifth Edition Ordnance Survey Map 1938 5. PRONI VAL/12/B/43/E/3-9 – Annual Revisions 1863-1896 6. PRONI VAL/12/B/43/C/20-42 - Annual Revisions 1897-1930 7. PRONI VAL/7/B/9/45 – Belfast Revaluation 1900 8. PRONI VAL/3/B/3/14 – First General Revaluation of Northern Ireland 1935 9. PRONI VAL/4/B/7/42 – Second General Revaluation of Northern Ireland 1956-1972 10. Irish Builder, Vol. 19 (15 Dec 1877) 11. Census of Ireland (1901; 1911) 12. Belfast Street Directories (1901-1918) 13. First Survey Record – HB26/50/027 (1971) 14. First Survey Image – HB26/50/027 (1976) Secondary Sources 1. Brett, C. E. B., 'Buildings of Belfast: 1700-1914' Belfast: Friar's Bush Press, 1985. 2. Larmour, P., 'Belfast: An illustrated architectural guide' Belfast: Ulster Architectural Heritage Society, 1987. 3. Love, H., 'The Royal Belfast Hospital for sick children: A history – 1948-1998' Belfast: Blackstaff Press, 1998. 4. Patton, M., 'Central Belfast: An historical gazetteer' Belfast: Ulster Architectural Heritage Society, 1993. Online Resources 1. Dictionary of Irish Architects - <http://www.dia.ie>

Criteria for Listing

Architectural Interest

A. Style B. Proportion C. Ornamentation D. Plan Form I. Quality and survival of Interior

Historic Interest

X. Local Interest Y. Social, Cultural or Economic Importance V. Authorship

Evaluation

Attached symmetrical multi-bay three-storey with attic sandstone former hospital, dated 1878, to the designs of Thomas Jackson, latterly used as an RUC barracks. Much historic character and detailing survive and its history represents both its changing use and the provision of healthcare in the city. It is a good example of a small civic building by an architect of note.

General Comments

Date of Survey

07 January 2013

Development Management Officer Report Committee Application

Summary	
Committee Meeting Date: 13 th February 2024	
Application ID: LA04/2020/0568/F and LA04/2020/0569/LBC	
<p>Proposal: LA04/2020/0568/F – Change of use (including refurbishment of and 9 storey extension to rear) of former police station to 74 bedroom hotel with associated restaurant, bar & ancillary facilities (amended description)</p> <p>LA04/2020/0569/LBC – Demolition of building and structures at rear, part demolition to internal features, refurbishment and extension to listed building (amended description).</p>	<p>Location: 21 Queen Street Belfast BT1 6EA</p>
Referral Route: Paragraph 3.8.2(a) of the Scheme of Delegation for Planning (proposed hotel exceeding 30 bedrooms)	
Recommendation:	Approval
<p>Applicant Name and Address: Big Top Productions 13 Union Street Belfast BT1 2JF</p>	<p>Agent Name and Address: Barry Owens Consulting 38 Highfields Avenue Dublin Road Newry BT35 8UG</p>
<p>Executive Summary:</p> <p>These applications seek full planning permission and Listed Building Consent for change of use, refurbishment, 9 storey rear extension, part demolition and alterations of buildings at the former police station at No. 21 Queen Street to 74-bedroom hotel with associated restaurant, bar and ancillary facilities.</p> <p>The main issues to be considered are:</p> <ul style="list-style-type: none"> • The principle of a hotel at this location • Impact on the character and appearance of the Conservation Area; • Impact on the special architectural and historic qualities of the Listed Building • Archaeology • Ancillary open space • Climate change • Traffic, movement and parking • Environmental impacts • Drainage and flood risk • Natural heritage 	

The building is Grade B1 Listed and on the heritage risk register. The site is located within the City Centre Conservation Area. The building was previously used as a police station. The proposal seeks to convert and extend the existing building into a hotel. The buildings to the rear are to be demolished to create the space for the new 9 storey new build element.

The site is within the City Centre and the principle of hotel use in this location is considered acceptable. The proposal will help to secure the future of the Listed Building at risk. The alterations to the Listed Building are considered sympathetic. On balance, the scale, height, massing and design of the new build element at the rear are considered acceptable. The special qualities of the Listed Building and its setting would be safeguarded.

Consultees including DfI Roads, DfC Historic Environment Division, DfI Rivers, NI Water and BCC Environmental Health offer no objection. The Urban Design Officer and internal conservation advice express concerns about some aspects of the design.

No objections have been received from third parties.

Having regard to the Development Plan, and other material considerations, the proposal is considered acceptable. It is recommended that planning permission and Listed Building Consent are granted subject to conditions.

Delegated authority is requested for the Director of Planning and Building Control to finalise the wording of conditions and deal with any other matters that arise, provided that they are not substantive.

CGIs:



Characteristics of the Site and Area	
1.0	<u>Description of Proposed Development</u>
1.1	<p>The application seeks full planning permission and Listed Building Consent for the conversion and extension of the former police station at No. 21 Queen Street to a 74 bedroom hotel. The description of each application is set out below:</p> <p>LA04/2020/0568/F – Change of use (including refurbishment of and 9 storey extension to rear) of former police station to 74 bedroom hotel with associated restaurant, bar & ancillary facilities (amended description).</p> <p>LA04/2020/0569/LBC – Demolition of building and structures at rear, part demolition to internal features, refurbishment and extension to listed building (amended description).</p>
1.2	<p>Planning permission was previously granted for the conversion and extension of the building, including 7 storey new build element at the rear, to accommodate a 36-bedroom apartment/hotel, bar, restaurant and conference rooms. The new proposal retains the Listed Building at the front whilst incorporating a 9 storey new building element at the rear. Both schemes include demolition of the existing ancillary buildings to the rear.</p>
2.0	<u>Description of Site and Area</u>
2.1	<p>The site forms part of the continuous built frontage of the west side of Queen Street, which comprises an eclectic mix of buildings of various ages, height and design. The site comprises a four storey historic building (Grade B1 Listed) at the front with ancillary buildings at the rear. The building was formerly used as a police station.</p>
2.2	<p>To the immediate north on Queen Street is a two storey building used as amusement arcade. To the immediate south is a four storey building with shop at ground floor and faux floors above. The site backs onto the narrow College Court to the rear beyond which is student and residential accommodation to the west. To the opposite side of Queen Street to the east are further commercial buildings.</p>
2.3	<p>The building is Grade B1 Listed and on the heritage risk register. The site is located within the City Centre Conservation area the was previously used as a police station.</p>
Planning Policy and other Material Considerations	
3.0	<u>Planning History</u>
3.1	<p>Z/2006/1782/F – Refurbishment of existing front building. Demolition of rear building and construction of new apartment/hotel – 36 no. bedrooms, bars, restaurant, lounges, conference rooms and ancillary accommodation. Application approved April 2007.</p>
3.2	<p>Z/2006/1873/LBC – Refurbishment of existing B2 listed building and erection of bedroom/apartment at rear of site. Application approved April 2007.</p>
3.3	<p>Z/2006/0331 – Refurbishment of existing front building. Demolition of rear building and construction of new apartment/hotel – 36 bedrooms, bars, restaurant, lounges, conference rooms and ancillary accommodation. Application approved February 2006.</p>
3.4	<p>Z/2002/1935/F - Refurbishment of existing police station and change of use to retail outlet and restaurant. Application approved March 2003.</p>

3.5	Z/2002/1948/LB – Refurbishment of existing police station and change of use to retail outlet and restaurant. Application approved March 2003.
4.0	Policy Framework
4.1	Development Plan – Operational policies Belfast Local Development Plan, Plan Strategy 2035
4.2	Development Plan – zoning, designations and proposals maps Belfast Urban Area Plan (2001) (BUAP) Draft Belfast Metropolitan Area Plan 2015 (v2004) Draft Belfast Metropolitan Area Plan 2015 (v2014)
4.3	Regional Planning Policy Regional Development Strategy 2035 (RDS) Strategic Planning Policy Statement for Northern Ireland (SPPS)
5.0	Consultations
5.1	Statutory Consultees DfI Roads – no objections in principle, subject to conditions DfC Historic Environment Division – no objection DfI Rivers – no objection NI Water – no objection
5.2	Non-Statutory Consultees Environmental Health – no objection, subject to conditions Urban Design Officer – concerns remain regarding height (see main assessment) Conservation Officer – concerns about scale, height, architectural treatment and demolition of the buildings at the rear, which are considered to make a positive contribution to the character and appearance of the Conservation Area (see main assessment).
6.0	<u>Representations</u>
6.1	The application has been advertised and neighbour notified. No third-party representations have been received.
7.0	<u>ASSESSMENT</u>
	Development Plan Context
7.1	Section 6(4) of the Planning (Northern Ireland) Act 2011 states that in making any determinations under the Act, regard is to be had to the local development plan, and the determination must be made in accordance with the plan unless material considerations indicate otherwise.
7.2	Section 45(1) of the Act states that in determining planning applications, the Council must have regard to the local development plan, so far as material to the application, and to any other material considerations.
7.3	The Belfast Local Development Plan (LDP), when fully completed, will replace the Belfast Urban Area Plan 2001 as the statutory Development Plan for the city. The Belfast LDP will comprise two parts. Part 1 is the Plan Strategy, which contains strategic and operational

	<p>policies and was adopted on 02 May 2023. Part 2 is the Local Policies Plan, which will provide the zonings and proposals maps for Belfast and has not yet been published. The zonings and proposals maps in the Belfast Urban Area Plan 2001 remain part of the statutory local development plan (“Departmental Development Plan”) until the Local Policies Plan is adopted.</p>
7.4	<p>Operational policies – the Plan Strategy contains a range of operational policies relevant to consideration of the application, which are set out in the following section of this report. The Plan Strategy replaces the operational policies previously provided by the Departmental Planning Policy Statements (PPSs). Those policies no longer have effect, irrespective of whether planning applications have been received before or after the adoption date (par. 1.11 of the Strategic Planning Policy Statement).</p>
7.5	<p>Proposals Maps – until such time as the Local Policies Plan is adopted, the Council must have regard to the land-use zonings, designations and proposals maps in the Belfast Urban Area Plan 2001, both versions of the draft Belfast Metropolitan Area Plan (v2004 and v2014) (draft BMAP 2015) and other relevant area plans. The weight to be afforded to these proposals is a matter for the decision maker. It is considered that significant weight should be given to the proposals map in draft BMAP 2015 (v2014) given its advanced stage in the development process, save for retail policies that relate to Sprucefield which remain contentious.</p>
7.6	<p>The site is un-zoned “white land” and within the city development limits in the Belfast Urban Area Plan 2001 and both versions of dBMAP 2015 (v2004 and v2014). The site is within the City Centre in both versions of dBMAP 2015. The site falls within the City Centre Conservation Area.</p> <p>Relevant Planning Policies and Supplementary Planning Guidance</p>
7.7	<p>The following policies in the Plan Strategy are relevant to consideration of the applications.</p> <ul style="list-style-type: none"> Policy SP2 – Sustainable development Policy DES1 – Principles of Urban design Policy DES3 – Tall Buildings Policy BH1 – Listed Buildings Policy BH2 – Conservation Areas Policy BH5 – Archaeology Policy EC1 – Delivering inclusive economic growth Policy TC1 – Supporting tourism leisure, and cultural development Policy TLC3 – Overnight visitor accommodation Policy TRAN1 – Active travel: walking and cycling Policy TRAN 2 – Creating an accessible environment Policy TRAN 3 – Transport assessment Policy TRAN4 – Travel Plan Policy ENV1 – Environmental Quality Policy ENV2 – Mitigating Environmental Change Policy ENV4 – Flood Risk Policy ENV5 – Sustainable Urban Drainage Systems Policy OS3 – Ancillary open space Policy NH1 – Natural Heritage
7.8	<p>The following Supplementary Planning Guidance is relevant.</p> <ul style="list-style-type: none"> Supplementary Planning Guidance – Place making urban design Supplementary Planning Guidance – Tall Buildings

7.9	<p>The main issues to be considered are:</p> <ul style="list-style-type: none"> • The principle of a hotel at this location • Impact on the character and appearance of the Conservation Area • Impact on the special architectural and historic qualities of the Listed Building • Archaeology • Ancillary open space • Climate change • Traffic, movement and parking • Environmental impacts • Drainage and flood risk • Natural heritage <p>The principle of a hotel at this location</p>
7.10	<p>Policy EC1 of the Plan Strategy seeks to support development from business sectors with strong growth potential with hospitality and tourism being one of the key areas listed within the policy. The proposal is consistent with the aims of this policy.</p>
7.11	<p>Policy TLC1 relates to support for tourism, leisure and cultural development. It states that it will support such development that contributes to:</p> <ol style="list-style-type: none"> a. Extending the offer across the daytime and night-time for a broad range of visitors; and b. Improving the quality, and accessibility of tourism, leisure, and culture facilities and assets to support Belfast's reputation as an attractive tourism destination.
7.12	<p>It is considered that the proposal satisfies the above criteria.</p>
7.13	<p>The proposal satisfies Policy TLC3, which states that planning permission will be granted for development proposals for new overnight visitors' accommodation within the city centre boundary.</p>
7.14	<p>Regard is also had to the previous permission for a hotel on the site granted in 2007 (Z/2006/1782/F).</p>
7.15	<p>Having regard to these factors, the site is considered a suitable location in principle for a hotel.</p> <p>Impact on the character and appearance of the Conservation Area</p>
7.16	<p>Section 104(11) of the Planning Act (Northern Ireland) 2011 states that special regard must be had to the desirability of;</p> <ol style="list-style-type: none"> (a) preserving the character or appearance of that area in cases where an opportunity for enhancing its character or appearance does not arise; (b) enhancing the character or appearance of that area in cases where an opportunity to do so does arise
7.17	<p>Policy BH2 of the Plan Strategy lists criteria for the consideration of proposals in a Conservation Area, including amongst others that development should preserve or enhance the character and appearance of a Conservation Area. Regarding demolition in a Conservation Area, demolition will only be acceptable where the building makes either a negative or no material contribution to the character of the area and the design quality is considered to enhance the overall character.</p>

<i>New build, extensions and alterations</i>	
7.18	The scheme has evolved with input from the Urban Design Officer and internal conservation advice. This has included requiring further CGIs, VU.CITY images and contextual information, and improvements to the design of the new build rear section including the elevation onto College Street and external cladding materials.
7.19	Notwithstanding, the conservation advice expresses concerns about the scale of the 9 storey new build extension at the rear and the lack of “architectural unity” with the base of the building on the College Court being different to the design of the rest of the rear extension. The conservation advice is that the proposal would result in “substantial harm” to the character and appearance of the Conservation Area. However, the conservation advice also states that should an enabling case be made that the extension is necessary to fund the refurbishment of the Listed Building at risk, then one material is recommended for the middle section of the rear extension which is tonally in keeping with the brick proposed for the base of the building. The upper part of the building should be faced in a material reflective of traditional tones for attic floors within the Conservation Area to assist in visually breaking up the mass of the proposal.
7.20	The Urban Design Officer has a contrary view in terms of the architectural treatment of the rear of the building. They advise that the use of red brick across the lower three floors echoes that of adjacent buildings along College Court and a slight emphasis above 2F strengthens this lower ‘shoulder’ height which picks up on the eaves heights of buildings either side. Furthermore, the proposed arrangement and proportions of windows across the lower floors to the rear are also welcomed and reflect the hierarchy and rhythm of windows in adjacent buildings.
7.21	However, the Urban Design Officers agrees with the concerns of the conservation advice in relation to the scale and height of the 9-storey new build extension, albeit it is the top upper half floor which tips the balance. The Urban Design Officer advises that the impact of this upper half floor can be seen from views opposite the site along Queen Street where this element breaks the decorative roofscape of the listed asset. The impact of this upper floor is also notable in views from Castle Street south along College Court where again this element dominates the collective roofscape of what should be subservient rear additions. Removal of this top floor would allow the proposed extension to sit more comfortably in its context. They also have concerns in relation to any required rooftop equipment such as lift/stair overruns and air handling units. From experience these elements can often add additional massing at roof level which adds to the overall visual impact of the building in terms of scale, height and massing.
7.22	In terms of materials, the Urban Design Officer was critical of the original vertical column of grey cladding wrapped around from the rear elevation onto the two side elevations (north and south) of the rear extension. However, this has since been changed to a red tone to better complement the predominant red brick in the area.
7.23	The concerns of Urban Design Officer and conservation advice are acknowledged. However, in relation to the scale and height of the rear extension, it would be read against the backdrop of the larger and taller 11 storey buildings to the opposite side of the narrow College Court to the immediate west, and office development under construction on Queen Street to the south. In this context, and on balance, the 9-storey scale of the rear extension is considered acceptable. Whilst the proposed extension is not “subservient”, therefore, in conflict with criterion f. of Policy BH2, for the reasons stated its scale and height are considered acceptable.

7.24	<p>In conclusion, it is considered that the character and appearance of the Conservation Area would overall be preserved. The restoration of the Listed Building at risk will also represent an enhancement of the Conservation Area.</p>
	<p><i>Demolition</i></p>
7.25	<p>In terms of the demolition, the conservation advice is that the rear block proposed to be demolished makes a positive contribution to the character and appearance of the Conservation Area through age, style and materials, functional use and its narrative quality in that one can read the improvements in glass making technology of its date of construction (1880) with cheaper 6 over 6 sashes to the rear, more expensive full paned sashes restricted to the front elevation; and, reflecting the historic hierarchy of place with civic status of the building. The conservation advice is that the existing buildings make a better contribution to the character and appearance of the Conservation Area than the proposed 9 storey hotel.</p>
7.26	<p>Officers disagree with the views of the conservation advice. The existing buildings at the rear are considered to be of a modest and ordinary design, which makes no material contribution to the character and appearance of the Conservation Area. Moreover, the design quality of the proposed building is considered to enhance the overall character of the conservation area, allowing the retention and restoration of the Listed Building. It is also noteworthy that DfC HED offers no objection to the demolition of these buildings in terms of their value or impact on the setting of the Listed Building at the front. The proposal is considered compliant with Policies BH2, DES1 and DES3.</p>
	<p>Impact on the special architectural and historic qualities of the Listed Building</p>
7.27	<p>The site comprises a Grade B1 listed building of special architectural and historic interest. The building is in poor condition and on the at risk register.</p>
7.28	<p>Following amendments to the proposal and site inspection, DfC HED offers no objection to the applications, recommending conditions in the event that permissions are granted.</p>
7.29	<p>The proposal will facilitate the restoration and re-use of the redundant Listed former police station, a building at risk, which is welcomed. In this regard, a condition is recommended to ensure that the works to the Listed Building are carried out prior to the use of the hotel. A further condition is recommended that requires a phasing plan for the works, again to ensure the appropriate timing of works to the Listed Building. The proposal is considered compliant with Policy BH1 and relevant provisions of the SPPS.</p>
	<p>Archaeology</p>
7.30	<p>DfC HED: Historic Monuments state in their response that the site is adjacent to a 17th century town ditch and recommends archaeology related conditions. These conditions are recommended and the proposal is considered compliant with Policy BH5 and relevant provisions of the SPPS.</p>
	<p>Ancillary open space</p>
7.31	<p>Policy OS3 requires the provision of ancillary open space for all new development to include both hard and soft landscaping areas to serve the needs of the development. It is normally to be expected that 10% of the site is given over to open space. The proposal provides circa 8% (45sq/m) of open space to the front of the listed building. The proposal also provides a first-floor terrace area circa 13% (80sq/m). Whilst the Queen Street frontage area is compromised in terms of its amenity value by reason of it being the main entrance to the hotel from Queen Street, regard is had to the much more significant</p>

	<p>benefits of bringing the Listed Building at risk back into use. The proposal is considered acceptable having regard to Policy OS3.</p> <p>Climate change</p>
7.32	<p>Policy ENV2 requires development to incorporate measure to mitigate environmental change and reduce Green House Gases by promoting of sustainable development. The policy requires, where feasible, to avoid demolition and seek structures reuse. In these regards, the demolition of the buildings at the rear is necessary to facilitate the overall hotel concept and bring the Listed Building at risk back into use.</p>
7.33	<p>Policy ENV3 requires the design to minimise the reliance on fossil fuels for heating and minimise building overheating and therefore reduce the need for air-conditioning. The proposal will include insulation measure to the walls, the windows will have low transmitting glazing to minimise air conditioning needs. The proposal will also incorporate solar control principles, low energy lighting and high efficiency heat pumps and so forth, all designed to reduce operating costs but having the additional benefit of reducing the need for energy to maintain comfortable conditions within the hotel. It is recommended that these climate control measures are secure by condition.</p>
7.34	<p>Policy ENV5 requires, where appropriate, sustainable drainage systems (SuDS) to manage surface water runoff and flooding is not increased elsewhere. The site is confined within an existing built-up area limiting the scope to employ SuDS methods. The footprint of the proposed building utilises all available ground space, this space is already covered with existing buildings and hard-standing therefore there will be no increase in the level of hard-standing that would contribute to additional surface water run-off. Whilst no specific SuDS measures are proposed, regard is had to the much benefit of bringing the Listed Building at risk back into use.</p> <p>Traffic, Movement and Parking</p>
7.35	<p>No dedicated parking is provided but this is considered acceptable given the sustainable and highly accessible location of the site.</p>
7.36	<p>Dfl Roads advises no objections subject to conditions and the proposal is considered acceptable in terms of traffic, moving and parking. The proposal is considered to comply with Policies TRAN 1, TRAN 2, TRAN 3, TRAN 4 and TRAN 8 and relevant provisions of the SPPS, and in these regards is acceptable.</p> <p>Environmental impacts</p> <p><i>Contamination:</i></p>
7.37	<p>The application is supported by a Preliminary Risk Assessment, concluding low risk from contaminants. Following receipt of further information, Environmental Health advises no objection subject to conditions. This includes a Grampian condition to require submission and approval of the Generic Quantitative Risk Assessment (GQRA). Officers note that the existing buildings on the site will need to be removed to allow bore hole testing to take place for the completion of the GQRA.</p>
7.38	<p>The proposal is considered acceptable in respect of land contamination and compliant with Policy ENV1.</p>

<p>7.39</p> <p>7.40</p> <p>7.41</p> <p>7.42</p>	<p><i>Noise and odour:</i></p> <p>Environmental Health has advised conditions for the control of noise and odour associated with the proposed development. These conditions are recommended. In this regard, the proposal is considered compliant with Policy ENV1.</p> <p><i>Air Quality:</i></p> <p>Environmental Health has reviewed the Air Quality Assessment provided with the application and advises that it meets the relevant requirements. In this regard, the proposal is considered compliant with Policy ENV1.</p> <p>Drainage and flood risk</p> <p>Dfl Rivers has advised that the drainage proposals are acceptable providing the applicant receives discharge permission from NI Water (it is understood that the applicant has entered into a pre-development enquiry with NI Water). No unacceptable drainage or flood risk issues have been identified and the proposal is considered to accord with Policy ENV4.</p> <p>Natural heritage</p> <p>The applicant has completed a biodiversity checklist which confirms no impacts. It has been unnecessary consult DAERA in this case, however, the applicant will be reminded of their legal responsibilities under the Conservation (Natural Habitats, etc) Regulations (Northern Ireland) 1995 (as amended) by way of an informative.</p>
<p>8.0</p> <p>8.1</p> <p>8.2</p>	<p>Summary of Recommendation:</p> <p>Having regard to the Development Plan, and other material considerations, the proposal is considered acceptable. It is recommended that planning permission and Listed Building Consent are granted subject to conditions.</p> <p>Delegated authority is requested for the Director of Planning and Building Control to finalise the wording of conditions and deal with any other matters that arise, provided that they are not substantive.</p>
	<p>DRAFT CONDITIONS</p> <p>Full planning permission (LA04/2020/0568/F)</p> <p>1. The development hereby permitted shall be begun before the expiration of 5 years from the date of this permission.</p> <p>Reason: As required by Section 61 of the Planning Act (Northern Ireland) 2011.</p> <p>2. Notwithstanding the submitted details, no development shall commence on site unless a Phasing Plan has been submitted to and approved in writing by the Council. The development shall not be carried out or sequenced unless in accordance with the approved Phasing Plan.</p> <p>Reason: The Listed Building is at risk and the development has been permitted to enable the restoration of the Listed Building.</p> <p>3. The hotel use hereby permitted shall not be carried out or the building occupied until the works to the Listed Building have been fully implemented in accordance with Listed Building Consent LA04/2020/0569/LBC and written evidence of such</p>

has been submitted to and approved in writing by the Council. The Council and DfC Historic Environment Division shall at all reasonable times be afforded access to the Listed Building to inspect the works as part of the authorisation process.

Reason: The Listed Building is at risk and the development has been permitted to enable the restoration of the Listed Building.

4. No demolition shall commence on site unless a contract has been agreed for the redevelopment of the site in accordance with planning permission [LA04/2020/0568/F] and evidence of that contract has been submitted to and approved in writing by the Council]. The development shall not be carried out unless in accordance with planning permission LA04/2020/0568/F.

Reason: As required by Sections 91(6) and 105 of the Planning Act (Northern Ireland) 2011, to preserve or enhance the character or appearance of the Conservation Area. Approval is required upfront because if redevelopment of the site does not take place it could leave the vacant site unsightly and harmful to the Conservation Area.

5. Notwithstanding the approved details, no development shall commence unless details of climate change measures to manage and/or mitigate climate change have been submitted to and approved in writing by the Council. The development shall not be occupied unless the approved climate change measures have been implemented. The climate change measures shall be retained in accordance with the approved details at all times.

Reason: To manage and mitigate climate change having regard to Policies ENV2 and ENV3 of the Belfast LPD Plan Strategy 2035.

6. No development shall commence on site (other than site clearance, site preparation, demolition and the formation of foundations and trenches) unless details of surface water drainage, including a programme for implementation of these works, have been submitted to and approved in writing by the Council. The development shall not be carried out unless in accordance with the approved details.

Reason: To ensure appropriate surface water drainage of the site. Approval is required upfront because the design of the drainage is an integral part of the development and its acceptability.

7. No development or works shall commence on site (other than that required to fulfil this condition) unless a programme of archaeological work has been implemented in accordance with a Written Scheme of Investigation which has been submitted by the applicant and approved in writing by the Council.

Reason: To ensure that archaeological remains and features are preserved in situ. Approval is required upfront because archaeological remains and features could be damaged or permanently lost.

8. A programme of post-excavation analysis, preparation of an archaeological report, dissemination of results and preparation of the excavation archive shall be undertaken in accordance with the programme of archaeological work approved under condition 7.

These measures shall be implemented, and a final archaeological report shall be submitted to the Council within 6 months of the completion of archaeological programme of works.

Reason: To ensure that the archaeological remains and features are properly analysed and recorded.

9. No development shall commence on site unless details of windows and external doors have been submitted and approved in writing by the Council. The details shall include cross sections, elevations, cill detail / material, the actual glazing material and panes and colour and finish, with a sample provided for each different window type. The windows and external doors shall not be installed unless in accordance with the approved details.

Reason: In the interests of the special architectural and historic qualities of the Listed Building.

10. No new plumbing, pipes, soil-stacks, flues, vents, ductwork, lighting, security cameras or mechanical and electrical services of any description shall be fixed on the external faces of the building other than those shown on the approved drawings.

Reason: In the interests of the special architectural and historic qualities of the Listed Building.

11. No development shall commence on site unless a detailed specification and samples of all new materials to be used in the elevations of the building, including samples of materials for the rain screen cladding and new window materials, have been submitted to and agreed in writing by the Council. The development shall not be carried out unless in accordance with the approved details.

Reason: In the interests of the special architectural and historic qualities of the Listed Building.

12. The hotel shall not be operated or occupied unless secure cycle parking facilities have been provided in accordance with the approved plans. The secure cycle parking shall be retained as such at all times.

Reason: To ensure acceptable cycle parking facilities on the site and encourage alternative modes of transport to the private car.

13. The development shall operate in accordance with the Service Management Plan.

Reason: In the interests of road safety and the convenience of road users.

14. The development hereby approved shall not be occupied or operated unless in accordance with the approved Travel Plan **[dated stamped on X and uploaded to the Planning Portal on Y]**.

Reason: To promote sustainable travel patterns and off-set the demand for vehicular movements and/or parking.

15. No development shall commence on site (other than site clearance, enabling works or works to fulfil this condition) unless a Quantitative Risk Assessment has been submitted to and approved in writing by the Council.

A detailed site investigation shall be carried out in line with Business Support 10175:2011+A2:2017 (or any standard that reproduces or replaces this standard).

Any ground gas investigations shall be conducted in line with BS 8576:2013 and BS 8485:2015+A1:2019 (or any standard that reproduces or replaces this standard).

A satisfactory assessment of the risks (including a Revised Conceptual Site Model), shall be conducted in line with current Environment Agency guidance. In addition, risks associated with ground gases shall be assessed under the methodology outlined in BS8485:2015+A1:2019 and CIRIA C665 (or any standard that reproduces or replaces this standard).

Based on the outcome of this risk assessment, a Remediation Strategy may be required. If necessary, the Remediation Strategy must demonstrate how the identified contaminant linkages are to be demonstrably broken and no longer pose a potential risk to human health. It must also detail how the proposed remedial works are to be verified.

The development shall not be carried out unless in accordance with the approved details.

Reason: In the interests of human health

16. The plant and equipment associated with the development hereby permitted shall achieve a rating level (LAr) no greater than the Background Sound Level, LA90, during the daytime and during night-time when measured or determined at the nearest noise sensitive premises. All measurements and calculations must be conducted in line with the methodology outlined in BS4142:2014+A1 2019 Methods for rating and assessing industrial and commercial sound.

Reason: In the interests of residential amenity

17. Deliveries and collections to and from the hereby permitted development are not permitted outside the hours of 07:00 and 23:00hrs.

Reason: In the interests of residential amenity

18. No kitchen or extraction and odour abatement system shall be installed unless it is capable of achieving a 'very high level' of odour control in accordance with the measures outlined in Section 2 of the AONA Environmental Consulting Ltd report titled: Updated Odour Impact Assessment. Date: April 2022.

Reason: Protection of amenity against adverse odour.

19. All gas boilers shall meet the technical specification as detailed within the letter Ref.: ENV-6045 Queen Street Hotel Air Emissions, dated 9th October 2020

Reason: Protection of Human Health

20. During the construction phase, dust management measures shall be implemented in accordance with the IAQM Guidance on the Assessment of Dust from Demolition and Construction 2014.

Reason: Protection of residential amenity

Listed Building Consent (LA04/2020/0569/LBC)

1. The works hereby permitted shall be begun not later than the expiration of 5 years beginning with the date on which this consent is granted.

Reason: As required by Section 94 of the Planning Act (Northern Ireland) 2011.

2. Prior to commencement of any structural alterations, a method statement that demonstrates how the approved structural works will be undertaken, and outlining how the Listed Building will be protected, during construction (including foundations and any piling) and demolition work, shall be submitted and approved in writing by the Council. The work shall be carried out fully in accordance with the details approved.

Reason: In the interests of the special architectural and historic qualities of the Listed Building.

3. No works shall be undertaken until details of an accredited conservation professional who will oversee and certify the hereby approved conservation works have been submitted to approved in writing by the Council. The works shall be overseen and certified by the accredited conservation profession approved by the Council.

Reason: In the interests of the special architectural and historic qualities of the Listed Building.

4. Internal or external historic surviving decorative or functional features, including plasterwork, ironwork, fitted cupboards, bookcases, ceramic tiling, shelving, fireplaces and grates, pelmets, fitted furniture, doors, windows, staircases, staircase balustrading, joinery and decorative ironwork shall not be removed or altered unless expressly specified by the approved drawings. Retained features shall be fully protected during the course of any works on site, in accordance with details to be submitted to and approved in writing by the Council. Any missing stairway joinery, skirtings, cornices, architraves, window panelling and doors shall be copied, and subsequently replaced, to replicate exactly the existing in material and detailing.

Reason: In the interests of the special architectural and historic qualities of the Listed Building.

5. All new external finishes and works of making good to the retained fabric, shall match the existing original work adjacent in respect of methods, detailed execution and finished appearance unless otherwise approved in writing by the Council.

Reason: In the interests of the special architectural and historic qualities of the Listed Building.

6. No works shall commence on site unless details of windows and external doors have been submitted and approved in writing by the Council. The details shall include cross sections, elevations, cill detail / material, the actual glazing material and panes and colour and finish, with a sample provided for each different window type. The windows and external doors shall not be installed unless in accordance with the approved details.

Reason: In the interests of the special architectural and historic qualities of the Listed Building.

7. No works shall be undertaken unless details of the connections and interface between the new build and the existing façades have been submitted and approved in writing by the Council. The details shall be drawn to a minimum scale of 1:20 and shall include dimensioned set-backs, structure, flashings and allowance for movement. The works shall be carried out unless in accordance with the approved details.

Reason: In the interests of the special architectural and historic qualities of the Listed Building.

8. No new plumbing, pipes, soil-stacks, flues, vents, ductwork, lighting, security cameras or mechanical and electrical services of any description shall be fixed on the external faces of the building other than those shown on the approved drawings.

Reason: In the interests of the special architectural and historic qualities of the Listed Building.

9. No works shall be undertaken unless details of building services including mechanical, electrical, and audio installations routeways and installations impacting the architecture and detail of the listed building have been submitted to and approved in writing by the Council. The works shall be carried out unless in accordance with the approved details..

Reason: In the interests of the special architectural and historic qualities of the Listed Building.

10. No works shall commence on site unless a detailed specification and samples of all new materials to be used in the elevations of the building, including samples of materials for the rain screen cladding and new window materials, have been submitted to and agreed in writing by the Council. The works shall not be carried out unless in accordance with the approved details.

Reason: In the interests of the special architectural and historic qualities of the Listed Building.

11. No works shall commence on site unless a detailed specification and samples of external paving to ramps, tactile paving, balustrading and external lighting have been submitted to and approved in writing by the Council. The works shall not be carried out unless in accordance with the approved details.

Reason: In the interests of the special architectural and historic qualities of the Listed Building.

Informatives

NOT03 Compliance with planning permission

Please make sure that you carry out the development in accordance with the approved plans and any planning conditions listed above. Failure to do so will mean that the proposal is unauthorised and liable for investigation by the Council's Planning Enforcement team. If you would like advice about how to comply with the planning permission, you are advised to contact the Planning Service at Belfast City Council at planning@belfastcity.gov.uk.

NOT04 Discharge of condition(s)

This planning permission includes condition(s) which require further details to be submitted to and approved by the Council. Please read the condition(s) carefully so that you know

when this information needs to be provided and approved. It could take a minimum of 8 weeks for the Council to approve the details, assuming that they are satisfactory, and sometimes longer depending on the complexity of the condition. You should allow for this when planning the timeline of your project.

NOT06 Non-planning requirements

The grant of planning permission does not dispense with the need to obtain licenses, consents or permissions under other legislation or protocols. The requirement for other authorisations may have been identified by consultees in their response to the application and can be accessed on the Northern Ireland Planning Portal website. The responses from consultees may also include other general advice for the benefit of the applicant or developer.

NOT07 Protected Species

The applicant or developer's attention is drawn to The Conservation (Natural Habitats, etc) Regulations (Northern Ireland) 1995 (as amended), under which it is an offence to:

- a) Deliberately capture, injure or kill a wild animal including a European protected species, which includes all species of bat;
- b) Deliberately disturb such an animal while it is occupying a structure or place which it uses for shelter or protection;
- c) Deliberately disturb such an animal in such a way as to be likely to:
 - (i) affect the local distribution or abundance of the species to which it belongs;
 - (ii) Impair its ability to survive, breed or reproduce, or rear or care for its young; or
 - (iii) Impair its ability to hibernate or migrate;
- d) Deliberately obstruct access to a breeding site or resting place of such an animal;
or
- e) To damage or destroy a breeding site or resting place of such an animal.

If there is evidence of bat activity / roosts on the site, all works should cease immediately and further advice sought from the Wildlife Inspector's Team, Northern Ireland Environment Agency, Klondyke Building, Cromac Avenue, Gasworks Business Park, Belfast BT72JA. Tel. 028 9056 9605.

ANNEX A	
Date Valid	11th February 2022
Date First Advertised	20th March 2020
Date Last Advertised	11 th Jan 2024
Date of Neighbour Notification(s)	23 rd March 2020 11 th Jan 2024
Number of Neighbour Notifications	25 letters issued – full details available on planning portal.
Date of EIA Determination	
ES Requested	No